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Letter dated 24 September 2001 from the Chairman of the Security Council Working Group on Peacekeeping Operations addressed to the President of the Security Council

I have the honour to submit the second report of the Security Council Working Group on Peacekeeping Operations.

The Working Group undertook an examination of the report of the Secretary-General, "No exit without strategy: Security Council decision-making and the closure or transition of United Nations peacekeeping operations" (S/2001/394), of 20 April 2001. The Working Group is pleased to attach its report hereto for consideration by the Security Council (see annex).

It would be appreciated if the present letter and its annex could be circulated as a document of the Security Council.

(*Signed*) Curtis A. **Ward**
Chairman
Security Council Working Group on Peacekeeping Operations

Annex

Second report of the Security Council Working Group on Peacekeeping Operations

1. The Security Council Working Group on Peacekeeping Operations pursuant to its mandate established by a statement of the President of the Security Council of 31 January 2001 (S/PRST/2001/3) undertook an examination of the report of the Secretary-General entitled "No exit without strategy: Security Council decision-making and the closure or transition of United Nations peacekeeping operations" (S/2001/394), with a view to developing an appropriate response by the Security Council.

2. The Secretary-General's report was prepared at the request of the Security Council, conveyed to the Secretary-General in a letter from the President dated 30 November 2000 (S/2000/1141), and which followed an open debate on 15 November 2000, during which members of the Council discussed issues related to the closing of peacekeeping missions, changing the mandates of current missions, and other related issues with respect to exit strategies from peacekeeping missions. Nineteen non-members of the Council participated in the debate and shared their perspectives on these issues with the Council.

3. The Secretary-General, in his report, pointed to lessons learned from the experience with peacekeeping and peace-building over the past decade and offered guidelines for the Council to consider as decisions to launch, close or significantly alter the mandate of a peace operation are made.

4. The Secretary-General's report highlighted the respective roles of the Security Council and other principal United Nations organs and agencies in formulating and implementing decisions related to creation and execution of a peace operation. In particular, the report underscored the Security Council's responsibility to reach agreement on a clear and achievable mandate; the Secretariat's responsibility to provide the candid and well-informed analysis that the Security Council's decision on an effective strategy will require and the importance of the Secretariat having the capacity to provide such credible, impartial analysis; and the role of the General Assembly in authorizing a timely budget allocation.

5. The Secretary-General's report emphasized the importance of the Security Council engaging troop-contributing countries in a thorough and frank discussion of the issues involved during the process.

6. The Working Group undertook a full examination of the issues raised in the debate of 15 November 2000, including the views of the non-members, and the issues raised, observations made and recommendations offered in the Secretary-General's report.

7. As a result of this in-depth analysis, and bearing in mind the Charter responsibility of the Security Council for the maintenance of international peace and security, the Working Group has drafted a note by the President of the Security Council, which is attached hereto, setting out the agreement and commitment of members of the Security Council in its decision-making in creating a peacekeeping mandate, changing the mandate of a current mission, and closing a peacekeeping

mission, and recognizing the importance of achieving a sustainable peace through a United Nations peace mission.

The Working Group recommends that the Security Council authorize the issuance of the aforesaid draft note by its President.

(*Signed*) Curtis A. **Ward**
Chairman
Security Council Working Group on Peacekeeping Operations

Enclosure

Draft note

Note by the President of the Security Council on Security Council decision-making and the closure or transition of United Nations peacekeeping operations

The members of the Security Council, taking into account the views expressed at its 4223rd meeting on "No exit without strategy" held on 15 November 2000 and having considered the report of the Secretary-General entitled "No exit without strategy: Security Council decision-making and the closure or transition of United Nations peacekeeping operations" (S/2001/394), and recognizing the importance of achieving a sustainable peace through a United Nations peace mission, have indicated their agreement and commitment as follows:

1. The Security Council recalls its resolutions 1327 (2000) and 1353 (2001) and all relevant Security Council resolutions, and all relevant statements of its President; and takes note of the respective roles of the Security Council, the Secretariat and the General Assembly, including the Security Council's relationship with troop-contributing countries, and the use of Security Council missions to conflict areas, in formulating and implementing decisions with respect to a United Nations mission.

2. The Security Council acknowledges that a good exit strategy is facilitated by a good entrance strategy.

3. The Security Council agrees it is essential that all relevant parts of the United Nations system, as well as the Government of the host country, are fully engaged during the life of a mission, that clear direction is given and milestones are established that support a comprehensive and integrated approach to peace-building, where peace-building is appropriate, and the operation's exit strategy and, to that end, encourages the Secretary-General to make recommendations to the Security Council, as appropriate.

4. The Security Council undertakes to include, as appropriate, peace-building elements in a mission's mandate to support the transition from peacekeeping to post-conflict peace-building, and underlines the importance of necessary coordination with the General Assembly and the Economic and Social Council, and the relevant funds, programmes and specialized agencies of the United Nations system, as well as the Bretton Woods institutions, particularly in respect of transition from peacekeeping to post-conflict peace-building.

5. The Security Council recognizes that a more systematic assessment of certain basic factors, including political objectives, strategic analysis, commitment of parties, role of regional actors, and resources, in particular troops and equipment, will be important in deciding on the authorization of, significant change to, withdrawal of, and closure and transition of United Nations peacekeeping operations.

6. The Security Council agrees that a major criterion for the Council's decision on scaling down or withdrawal of a peacekeeping operation is the

successful completion of its mandate, resulting in the establishment of a requisite political and security environment conducive to durable peace and/or a follow-on post-conflict peace-building process.

7. The Security Council welcomes the expressed commitment of the Secretary-General to providing the best, most pertinent information available to the Secretariat, including that obtained through the early despatch of fact-finding and technical surveys to potential mission areas.

8. The Security Council reiterates that the Secretary-General should possess the capacity for efficient information gathering and analysis to provide credible, objective analysis and sound advice to support the Council's deliberations during mandate formation, periodic or episodic review of a mandate, and consideration of withdrawal of a mission.

9. The Security Council supports the expressed intention of the Secretary-General to include comprehensive disarmament, demobilization and reintegration programmes in his plans for future peacekeeping operations, as appropriate, so that the Security Council can consider, on a case-by-case basis, including aspects of disarmament, demobilization and reintegration in the operations' mandates, and encourages the Secretary-General to do so.

10. The Security Council reiterates its commitment contained in its resolution 1353 (2001) to strengthen its partnership with troop-contributing countries, in particular the role of troop-contributing countries in the process of mandate formation, review and termination, taking into account the views of troop-contributing countries for the extension of cooperation between them and the Security Council.

11. The Security Council undertakes to give consideration its deliberations on the launch, review, closure or significant alteration of the mandate of a peacekeeping operation to the questions presented by the Secretary-General in his report, and also to the observations made by Member States during the debate of the Security Council on 15 November 2000.

12. The Security Council, pursuant to Chapter VIII of the Charter, and without compromising the Security Council's prerogative to act, undertakes to encourage cooperation with regional organizations, where appropriate, and stresses, in particular, that the views of those who will be responsible for the implementation of a peace agreement should be considered during the negotiation phase; that the main actors in negotiations should assess realistically the capacity and comparative advantage of different implementing bodies; that the lines of reporting and division of labour must be unambiguous; and recognizes the importance of regional organizations, which contribute to peacekeeping operations, seeking to develop their capacity to provide peacekeeping operations not only with military peacekeepers but also with other relevant personnel, such as police and judicial or penal experts, and calls on the international community to extend support in that regard.

13. The Security Council recognizes that the timely contribution and deployment of personnel, material and funds is vital to the successful implementation of a mission and withdrawal of a mission on the basis of an accomplished mandate and agrees to undertake a major role in accordance with its Charter responsibilities in consolidating support for the mission among the

parties, regional actors, troop-contributing countries and Member States, and reiterates that the support and political will of each can be crucial to a mission's ultimate success.